DOCUMENT RESUME

ED 104 006 EA 006 938

AUTHOR	Bayh, Birch
TITLE	Our Nation's Schools--A Report Card: "A" in School Violence and Vandalism. Preliminary Report of the Subcommittee to Investigate Juvenile Delinquency, Based on Investigations, 1971-1975.
INSTITUTION	Congress of the U.S., Washington, D.C. Senate Committee on the Judiciary.
PUB DATE	Apr 75
NOTE	40p.; 94th Congress, 1st Session, Committee Print
EDRS PRICE	MF-$0.76 HC-$1.95 PLUS POSTAGE
DESCRIPTORS	*Delinquency Causes; Delinquency Prevention; *Delinquent Identification; Drug Abuse; Elementary Secondary Education; National Surveys; *School Vandalism; Student Rights; *Violence

ABSTRACT

Since 1971 the Senate Subcommittee to Investigate Juvenile Delinquency has held 55 days of hearings and received testimony from 419 witnesses on topics including the extent and causes of drug abuse, runaway youth, school dropouts, and the confinement of juveniles in detention and correctional facilities. A questionnaire designed to obtain categorized information about the extent and scope of violence, vandalism, and dropouts for the school years 1970-71, 1971-72, and 1972-73, was sent to the superintendents of 757 school districts with an enrollment of 10,000 or more pupils ranging from grades K-12. In addition, the subcommittee corresponded with 50 school security directors requesting any available information they desired to contribute. This report discusses the information obtained from these sources, together with various additional studies of school violence and vandalism. The first section of the report is a general overview of some of the trends and causes of school violence and vandalism throughout the country. The second section is a regional breakdown of the findings. The third and fourth sections deal with federal and state legislation in this area, and the final section details the subcommittee's future goals. (Author/MLF)

ED104006

94th Congress
1st Session

COMMITTEE PRINT

OUR NATION'S SCHOOLS—A REPORT CARD: "A" IN SCHOOL VIOLENCE AND VANDALISM

PRELIMINARY REPORT OF THE SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY

Based on Investigations, 1971–1975

BY

Senator BIRCH BAYH, *Chairman*

TO THE

COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

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APRIL 1975

Printed for the use of the Committee on the Judiciary

U.S. GOVERNMENT PRINTING OFFICE
43-483 WASHINGTON : 1975

EA 006 938

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OUR NATION'S SCHOOLS—A REPORT CARD: "A" IN SCHOOL VIOLENCE AND VANDALISM

INTRODUCTION

The purpose of this preliminary report by the Senate Subcommittee to Investigate Juvenile Delinquency is to direct the attention of the Congress and the American people to a most disturbing and costly problem—violence and vandalism in the schools of our nation. Since 1971 the Subcommittee has been involved with a variety of issues which have a very fundamental and critical bearing upon the causes, prevention and treatment of delinquent behavior exhibited by young citizens in every region of our country.

During the past four years the Subcommittee has held 55 days of hearings and received testimony from 419 witnesses on numerous topics, some of which involved the extent and causes of drug abuse, runaway youth, school dropouts, and the confinement of juveniles in detention and correctional facilities.

The legislation developed to deal with these problems and which promises to greatly assist our efforts to combat and prevent juvenile delinquency is the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415). This Act is designed to prevent young people from entering our failing juvenile justice system, and to assist communities in creating more sensible and economic approaches for youngsters already in the juvenile justice system. Thus, the Juvenile Justice and Delinquency Prevention Act of 1974 provides incentives to develop delinquency prevention programs and community based alternatives to incarceration of youthful offenders.

During the course of our hearings, the Subcommittee developed a serious concern over the rising level of student violence and vandalism in our nation's public school systems. Since many aspects of juvenile problems are intimately connected with the nature and quality of the school experience, it became apparent that, to the extent our schools were being subjected to an increasing trend of student violence and vandalism, they would necessarily be contributing to the underlying causes of juvenile delinquency. The President's Commission on Law Enforcement and the Administration of Justice, 1967, found that:

> Recent research has related instances of delinquent conduct to the school-child relationship and to problems either created or complicated by schools themselves. First, in its own methods and practices, the school may simply be too passive to fulfill its obligations as one of the last social institutions with an opportunity to rescue the child from other forces, in himself and in his environment, which are pushing him toward delinquency. Second, there is considerable evidence that some schools may have an indirect effect on delinquency by the use of methods that create the conditions of failure for certain students.

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In order to more fully understand the nature and extent of this problem, the Subcommittee sent a questionnaire in August 1973, to the superintendents of 757 public school districts throughout the country with an enrollment of 10,000 pupils or more ranging from grades K–12. The questionnaire was designed to obtain categorized information to determine the extent and scope of violence, vandalism, and dropouts in the systems surveyed for the school years 1970–71, 1971–72, and 1972–73. A Subcommittee follow-up letter was mailed to the non-respondent school districts in December 1973. To date, 516 school districts or 68.1 percent of the school districts surveyed have responded to the questionnaire. Several districts found it necessary to refer the study instruments to the municipal police department because the school did not maintain records of certain school-related offenses. Of the 516 respondents, 220 school districts returned incomplete questionnaires. Useful information was, however, gleaned from these incomplete responses. The incomplete questionnaires were primarily from school districts which were unable to provide the Subcommittee with the information requested due to the lack of adequate recordkeeping procedures for the entire three-years or from districts which had not implemented recordkeeping systems pertaining to school crimes until 1972 or 1973.

Also in August 1973, the Subcommittee corresponded with 50 school security directors requesting their assistance in furnishing the Subcommittee with any available information they desired to contribute to the discussion of crimes committed by youngsters in the public school systems. (The directors were informed that a Subcommittee questionnaire had been circulated to over 700 school superintendents.) The Subcommittee was particularly interested in receiving the school security directors recommendations for developing federal legislation to provide the research, coordination, and resources necessary for the prevention and deterrence of crimes and violence in our nation's schools. Twenty school security directors responded to the Subcommittee's request for assistance.

This preliminary Subcommittee report discusses the information obtained from these sources, together with various additional studies of school violence and vandalism gathered by the Subcommittee. The report is divided into several sections, the first of which is a general overview of some of the trends and causes of school violence and vandalism throughout the country. The second section is a regional breakdown of the Subcommittee's findings on how school violence and vandalism is affecting the Northeast, Northcentral, South and West areas of the country. The third and fourth sections deal with federal and state legislation in this area under study. Our final section details the subcommittee's future goals.

NATIONAL TRENDS

There has always been a certain level of violence and vandalism in our nation's public school system. Professor Alan F. Westin of Columbia University in a study of urban school violence in the years between 1870 and 1950 has found a rather steady stream of disruptions occurring throughout that entire period. If, however, the system has never been totally immune from incidents of student misbehavior such problems have historically been viewed as a relatively minor concern seldom involving more than a few sporadic and isolated incidents. As recently as 1964 a survey of the nation's teachers found that only 3 percent of their students could be considered discipline problems. Overall, teachers were able to rate 70–80 percent of their classes as exhibiting good to excellent behavior.

Today, however, the situation has changed and the level of violence and vandalism in our schools is rapidly increasing in both intensity and frequency. Dr. Frank Brown, Chairman of the National Commission for Reform of Secondary Education, contends, "The major concern confronting secondary schools today is the climate of fear where the majority of students are afraid for their safety." A Grand Jury in San Francisco issued a report last January which declared, "The most serious problem facing the city is the deterioration of its public school system." In a survey of teacher needs conducted in 1972 fully 54 percent of the teachers found student disruption of their classrooms to be a problem of moderate to critical proportions. Syracuse University Research Corporation conducted a survey of urban secondary schools which found that 85 percent of these institutions had experienced some type of student disruption in the period between 1967 and 1970. The Syracuse report concluded, "The disruption of education in our high schools is no longer novel or rare. It is current, it is widespread and it is serious."

It is alarmingly apparent that student misbehavior and conflict within our school system is no longer limited to a fist fight between individual students or an occasional general disruption resulting from a specific incident. Instead our schools are experiencing serious crimes of a felonious nature including brutal assaults on teachers and students, as well as rapes, extortions, burglaries, thefts and an unprecedented wave of wanton destruction and vandalism. Moreover our preliminary study of the situation has produced compelling evidence that this level of violence and vandalism is reaching crisis proportions which seriously threaten the ability of our educational system to carry out its primary function.

Quite naturally the rising tide of violence in our schools has engendered an increasing awareness and concern among the American people. In a 1974 Gallup poll most adults and high school students surveyed cited the lack of discipline as the chief problem confront-

ing schools today. In fact three of the top four problems cited by most of those polled were directly related to various problems of student behavior.

Our recently completed nationwide survey of over 750 school districts demonstrates that this concern is well founded. The statistics gathered by the Subcommittee indicate that violence in our schools affects every section of the nation and, in fact, continues to escalate to even more serious levels. The preliminary Subcommittee survey found that in the three years between 1970 and 1973:

(A) Homicides increased by 18.5 percent;
(B) Rapes and attempted rapes increased by 40.1 percent;
(C) Robberies increased by 36.7 percent;
(D) Assaults on students increased by 85.3 percent;
(E) Assaults on teachers increased by 77.4 percent;
(F) Burglaries of school buildings increased by 11.8 percent;
(G) Drug and alcohol offenses on school property increased by 37.5 percent; and
(H) Dropouts increased by 11.7 percent.

An even more ominous statistic for the future course of school safety is the fact that by the end of the 1973 school year the number of weapons confiscated by school authorities had risen by 54.4 percent in three years. These weapons include knives, clubs, pistols and even sawed-off shotguns designed to be easily concealed within a student's locker.

The conclusions to be drawn from the Subcommittee survey are supported by other studies of these problems. Simply put, the trend in school violence over the last decade in America has been, and continues to be, alarmingly and dramatically upward.

In a 1964 survey by the National Educational Association (NEA), 14.7 percent of the teachers surveyed reported that a teacher had been physically assaulted in their schools. By 1973 a similar survey showed that 37 percent of the nation's public school teachers reported an incident of teacher-oriented assault in their schools, and almost 50 percent of the teachers in the larger school systems (over 25,000 students) were aware of specific assaults on other teachers in their schools. Data from an earlier survey of large urban school districts conducted by the Subcommittee showed that assaults on teachers in those systems increased 612 percent between 1964 and 1968. In Chicago alone the number of such assaults went from 135 to 1,065 in that same period.

The returns from the Subcommittee's current nationwide survey shows that this problem continues to exist and in fact to worsen. Between 1970 and 1973 assaults on teachers in school systems throughout the country increased again over previous levels by 77.4 percent. The NEA estimates that in the 1972–73 school year alone 69,000 teachers were physically attacked by students and 155,000 teachers had their personal property maliciously damaged. Another study found that 75,000 teachers are injured badly enough each year to require medical attention.

In response to this increase in assaults on teachers, the United Federation of Teachers recently issued to its members a booklet on how to handle violence in a variety of school situations including hallways,

lunchrooms and classrooms. The booklet also contains advice to teachers on how best to combat sexual assaults:

> This is especially true for female teachers. Most rapes and other sex crimes occur in classrooms, faculty rooms and workrooms—when the teacher is alone. *The surest means of preventing sexual attacks is never to be alone.*
>
> The teacher who is confronted by a sexual assailant should take account of Police Department recommendations. If a rapist is armed, the police urge that his victim offer no resistance, lest she be maimed or fatally injured. If he is *not* armed, a woman should remember that her knee or almost any instrument can become a weapon: a Bic pen will open a beer can—or a kidney or an eye.

There are indications that student violence and vandalism occurs more often in larger urban secondary schools. A survey of newspaper articles between October 1969 and February 1970 revealed that 63 percent of the major school disruptions occurred in urban areas. A Vandalism and Violence study published by the School Public Relations Association estimated that 55 percent of the major incidents of disruption occurred in cities larger than one million people and 26 percent occurred in cities of less than 100,000 population. It should be emphasized, however, that this is not a problem found exclusively in large cities or solely involving older students. A guidance counselor for a school system on the West coast commented:

> We get thousands of reports on assaults. It's astonishing to see what happens in the elementary grades, teachers being hit and called filthy names, assaulted by little kids who really can't hurt them much. But the thing is, what are you going to do about these kids so they change their way of thinking about things, their attitude and behavior?

Although the level of violence, directed against teachers revealed by these statistics, is indeed alarming, the principal victims of the rising tide of crime in our schools are not the teachers, but the students. The Subcommittee's suurvey found that violent assaults on students increased by 85.3 percent over a three year period, while reported robberies of students increased by 36.7 percent.

The Subcommittee survey found that incidents involving the use of drugs and alcohol on public school property went up 37.5 percent. A study released this year by the NEA estimates that drug-related crimes in schools had increased by 81 percent since 1970, and that 30 percent of the 18 million students in secondary schools use illegal drugs.

The National Highway Safety Administration estimates that 50 percent of the nation's high school students go to drinking parties every month and that 61 percent of that group gets drunk once a month. The Highway Safety Administration also found that these students represent a remarkable cross-section of our schools:

> They are not far out, drop out alienated or under achieving types. On the contrary, they represent all levels of scholastic achievement and aspiration. They report the same range of sport and extracurricular activities as the students who are not involved with drinking.

It is important to stress that the Subcommittee survey findings, as well as those of other surveys on violence within the school system, are only estimates of the nature and extent of the problem. A report on the New York City school system found that the rate of unreported incidents ranged between 30 percent and 60 percent. Albert Shanker,

President of the American Federation of Teachers, explained teachers' reluctance to fully report such incidents as follows:

> Teachers find that if they report to the principal an assault, the principal who feels that his own reputation or her reputation or the school's reputation is at stake here, will very frequently turn around and start harassing the teacher by saying, "Well, if you had three assaults, how come you are the one always complaining. You must have more observation or better planning, or this or that." So the teacher soon finds out that bringing these reports to the attention of the principal is something that is not wanted and tends to suppress that information.

In conducting our survey, the Subcommittee found that many of the schools contacted did not keep records of violent incidents involving their students or personnel, which obviously makes the task of gauging the levels and directions of violence a difficult one. A uniform, national reporting system for our schools would be particularly helpful in this regard.

In addition to the violence directed against both teachers and students within the school system, there is also a continuing and rapidly increasing level of destruction and theft of school property. A survey conducted by the Baltimore, Maryland, public schools of 39 cities across the country found that in 1968–69 these cities had reported vandalism losses of over $12,000,000. In a 1971 report prepared by Education U.S.A. and the National School Public Relations Association, it was estimated that vandalism was costing $200 million annually. Barely two years later Dr. Norman Scharer, President of the Association of School Security Directors, stated:

> A conservative estimate of the cost of vandalism, thefts and arson to schools in this country this year will reportedly be over a half a billion dollars. I say conservative because out of the almost 15,000 school systems the top five account for $15–20 million dollars of this cost.

This $500 million vandalism cost represents over $10 per year for every school student, and in fact equals the total amount expended on textbooks throughout the country in 1972.

A 1970 survey conducted by the School Product News found that damages from vandalism cost an average of $55,000 for every school district in the country. By the end of the 1973 school year the average cost per district had risen to $63,031. Although these figures indicate that the incidents of vandalism are certainly widespread, it is in the larger urban districts with upwards of 25,000 students where the most costly destruction occurs. Almost 60 percent of all vandalism takes place in these larger districts with an average cost per district in 1973 at $135,297.

The source of this destruction ranges from broken windows, found in over 90 percent of our districts, to fires reported by 35 percent of the districts. Significfant incidents of theft and malicious destruction of educational equipment occurs in 80 percent of the school districts in the country.

Staggering as these figures are they undoubtedly represent a very conservative estimate of economic loss attributable to school vandalism. A study of school vandalism by Bernard Greenberg of the Stanford Research Institute found:

> It should be noted that the cost figure is grossly understated because it does not include in all instances losses attributable to burglary, theft and property

damage repaired by resident maintenance staffs. Nor does it take into account costs to equip and maintain special security forces, which are considerable for the larger school districts, and law enforcement costs to patrol and respond to calls reporting school incidents. Many school districts carry theft insurance, but the costs are exceedingly high. Where data on selected school districts theft losses are available, the dollar amounts are significantly high.

Spiraling insurance rates are a significant, but often overlooked, factor in the overall cost of vandalism. The Greenberg study found a West Coast state which underwent a 40 percent rise in fire insurance costs within one year. Another survey stated:

Many school administrators point out that only a few years ago schools were wooed by the insurance industry as good risks. Now this has changed. And school districts all over the country are reporting difficulty in obtaining insurance. Half the districts answering the Education U.S.A. survey said rates have increased. Many are either paying higher premiums, higher deductibles, or in all too many instances, having policies cancelled or flatly rejected.

In addition to insurance rates, school districts are facing increasing costs for security guards, fencing, intrusion and fire detectors, special lighting, emergency communications equipment and vandalism resistant windows. In 1965, for instance, the Los Angeles school system had a total of 15 security guards, but in six years that force was compelled to increase to over 100 members at a cost of over $1 million per year. During the 1972–73 school year Los Angeles spent over $2 million for security agents. A report of the Panel on School Safety for New York City found that in 1971 the taxpayers had paid $1,300,000 for security guards, over $3,500,000 for police stationed in schools, and in spite of such effort incurred at least $3,700,000 worth of vandalism damage. It was estimated that New York City schools had over 248,000 window panes broken at a replacement cost of $1.25 million. Over 65 percent of the urban districts polled in the 1973 School Product News survey reported they were using special vandalism resistant windows, and 62 percent had at least one security guard assigned to their schools.

The overall impact of violence and vandalism on our educational system cannot, of course, be adequately conveyed by a recitation of the numbers of assaults and the dollars expended. Every dollar spent on replacing a broken window or installing an alarm system cannot be spent on the education of students. J. Arlen Marsh, editor of a study on school security costs estimates that:

The cost of replacing broken windows in the average big city would build a new school every year.

The School Public Relations Association study found that a $60,000 loss, approximately the average loss for a school district, could pay for eight reading specialists or finance a school breakfast program for 135 children for a year. It is quite clear that in some areas of the country the high costs of vandalism is resulting in the reduction or elimination of needed educational programs.

The natural reaction to these enormous amounts of wasted money is to wonder over the apparently senseless nature of this destruction. A study entitled Urban School Crisis, however, questions whether vandalism is as irrational as it may appear:

Perhaps the most serious aspect of vandalism is the set of messages it conveys: that students look upon the school as alien territory, hostile to their ambitions

and hopes; that the education which the system is attempting to provide lacks meaningfulness; that students feel no pride in the edifices in which they spend most of their days.

In addition to requiring the diversion of funds from academic and scholastic projects to security and repair programs, the atmosphere of violence and vandalism has a devastating impact on the ability of our educational system to continue with the instruction of its students. The extent to which this atmosphere permeates our children's educational experience can perhaps be best illustrated by a letter sent to the Subcommittee from a West Coast police official:

> It isn't only in the school or the schoolyard that the students are likely to be exposed to violence. School buses, in addition to being mechanically unsound and totally devoid of the slightest semblance of safety devices, are frequently a terrifying experience for the children who are captive passengers. They are the scene of ripoffs for lunch money, physical violence, and pressure to indulge in the illegal use of drugs or narcotics. We appear to have accepted without effective challenge this mass intimidation simply because, naively, some of us hope it will "go away." Students who are normally nonviolent have started carrying guns and knives and lengths of bicycle chains for protection on campus. Though I am obviously concerned about the millions of dollars of property loss which occurs in our schools, I am far more concerned about our apparent willingness to accept violence as a condition of our daily existence.

Few students can be expected to learn in an atmosphere of fear, assaults and disorder. There can be little doubt that the significant level of violent activity, threats and coercion revealed by the Subcommittee's preliminary survey would have a detrimental effect on the psychological and educational development of children and young adults. Moreover a continuous pattern of destruction of school equipment and buildings naturally makes nearly impossible the already challenging process of education. The extent and continued growth of this chaotic and threatening climate in our schools is a serious threat to our educational system.

CAUSES

Not surprisingly, the underlying causes for this wave of violence and vandalism in our schools is a subject of intense debate and disagreement. In a certain sense the school system may be viewed as merely a convenient battleground for the pervasive societal problem of juvenile crime. As this Subcommittee pointed out in its recent Annual Report, violent juvenile crime has increased by 246.5 percent in the last thirteen years. Over the same period crimes directed against property by youths increased by 104.6 percent. Today persons under 25 years old are committing 50 percent of all violent crimes and 80 percent of all property crimes. Since our school systems are charged with the care and custody of a large percentage of our young people it is reasonable to assume that the incidents of violence and vandalism within our educational institutions would follow patterns similar to those developing in the society at large. A study conducted in 1973 by Paul Ritterbrand and Richard Silberstein concluded that the roots of school problems could be traced to problems existing in the general American society rather than to conditions or failures within the school system itself.

Other studies, however, while acknowledging the substantial effect general societal conditions would have on the conduct of school behavior, have indicated the existence of several "in school" conditions

which may contribute to the level of youthful disorder. One possible contributing factor is the various methods of excluding students from school. A 1974 report entitled, "Children Out of School in America," prepared by the Children's Defense Fund, estimates that hundreds of thousands of students are removed from schools each year by short-term, long-term or indefinite expulsions and suspensions. While most educators concur in the necessity for the exclusion of seriously disruptive troublemakers from the school environment, the Children's Defense Fund study found the numbers of students being suspended were far in excess of those who must be removed as a means of maintaining order. The study recounted the history of one youngster's long-term suspension:

> Dale McCutcheon, 13, is in the eighth grade of his local public school. He is an enuretic, a bedwetter.
>
> Dale's school had a policy requiring every eighth grade boy to spend a long weekend in the country to learn to live outdoors. Most boys adore this trip. Dale dreaded it as early as fifth grade after he heard it was compulsory. When the time came, he begged his mother to keep him home, but she refused.
>
> The first night of the excursion, Dale woke several times and cautiously felt around his waist, but everything was dry. The next day his spirits were high and he enjoyed learning how to make food from wild plants and to classify mushrooms. The secret problem he had carried for so long seemingly had vanished.
>
> It was different the second night. He did not awake until morning when the sounds of boys talking and laughing startled him. The two boys sharing his tent had discovered the wetness. They hounded Dale mercilessly and he wept. The boys told the counselors, who lectured him. Later, someone cracked a joke about Dale's accident and all the boys exploded with laughter. Humiliated, he wanted to run away and dreaded the thought of returning to school. The third night he remained dry but the damage had been done.
>
> Dale never told his parents about the incident. He refused to go to school for two days and pretended he was sick. But by the end of the week, his sister had become the butt of other children's insults about Dale, and she reported the incident to her parents who were painfully embarrassed and angry with Dale.
>
> Two weeks after the excursion, the principal of Dale's school asked his parents to come in for a meeting. The principal wasted no time outlining the seriousness of Dale's situation for the boy as well as for the school. The problem was not, he explained, the other children. "They'll probably forget the whole thing in another week or so. It's Dale's teachers—how do we know he won't just, you know, pop off at any time in one of his classes?" Mrs. McCutcheon explained that it was only a nighttime problem but the principal replied, "We can't take any chances. I can't stop him from going to school. But I can stop him from going to this school and that's exactly what I'm doing. The boy's out for a month, or until a time you can prove to us that he is able to control himself, night and day."
>
> And so Dale was out of school.

There are in fact so many students being subjected to expulsive disciplinary practices that the phenomena has been referred to as the "Pushout" problem.

Another facet of the pushout problem which may operate as a contributing factor to school disorders was revealed in a report recently released by the Department of Health, Education, and Welfare. Statistics gathered at the end of the 1973 school year it was demonstrated that while Blacks represent only 27 percent of the total student enrollment in the 3,000 school districts surveyed, they accounted for 37 percent of the expulsions and 42 percent of the suspensions from those districts. The disparity among these figures raises serious questions concerning possible widescale bias in the administration of sus-

pension and expulsion. Such policies can only result in anger and hostility on the part of students.

In addition to these forms of compulsive absence from schools there are the related problems of "force outs" and truancy which contribute to the large numbers of children and young adults who attend school in only a very irregular fashion. The "force out" concept is the educational system's version of a plea bargain, so common in our criminal justice system. A student involved in academic or behavioral difficulty may be informally presented with the options of failing courses, facing expulsion or voluntary removal from school. In many instances the student will opt for "dropping out" and therefore be removed temporarily or permanently. Truancy, of course, is an accepted and traditional fact of life in schools, but the modern rates of truancy especially in the large urban systems, reveal numerous students attend school only in the most erratic fashion.

At first glance it might appear that the expulsion, suspension, push-out, force out and truancy phenomenon, although certainly tragic for those involved, might at least create a somewhat more orderly atmosphere for those remaining in school as a result of the absence of youngsters evidently experiencing problems adjusting to the school environment. The opposite, however, appears to be the case. The Syracuse study, for instance, found that in schools where the average daily attendance was lower, the disruptions, violence and vandalism rates were higher. This may be explained by the fact that the vast majority of students who are voluntarily or compulsively excluded from schools do, in time, return to those schools. In many instances their frustrations and inadequacies which caused their absence in the first place have only been heightened by their exclusion and the school community will likely find itself a convenient and meaningful object of revenge.

As the Subcommittee's statistics reveal, the use of drugs and alcohol by students in secondary schools continues to increase. These trends cannot be ignored as a contributing factor to the problems confronting the schools. A report on violence in the Boston Public Schools, for example, states:

> Regarding behavior, most administrators and teachers felt a person occasionally "high on drugs" could be very difficult to handle. There was no question that drugs were a very important cause for the increase in stealing and fighting in the schools.

Another cause of disruption and violence found mainly in large urban centers on the East and West Coasts is the presence of youthful, but highly organized, gangs within the school system. A school which finds itself being used as the center of a gang's illegal activities can quickly develop a very hostile environment. A security director for a metropolitan school system in a letter to the Subcommittee states:

> Although the number of gang members, in proportion to the overall student population in most schools is minimal, the trouble they cause is at times, cataclysmic. Students are robbed, intimidated, raped, bludgeoned and sometimes fatally wounded. Teachers and other adults in the schools are threatened and on occasions, physically assaulted. The peace of any school is breached and the learning climate seriously polluted by gang activity, however slight.
>
> In some schools, gang activity is so intense that it is necessary for school security officers and the local police to escort one gang through the territory of a rival gang at dismissal time. At certain schools, Safety Corridors have been established which provide safe passage for neutral students under the protection

of school security personnel and police, through the hostile territory. Needless to say, these measures provide at best, temporary relief. They do not begin to attack the root causes of the problem.

Schools, of course, cannot escape the impact of racial and ethnic dislike and distrust of contemporary American society. Moreover, the intense concentration of individuals within the school confines coupled with the naturally vigorous personalities of students exacerbate these antagonisms. Following a fight at one of its schools, involving more than seventy students in October 1974, a suburban school district in Virginia conducted a thorough investigation into the incident. Their report, released earlier this year, concluded that racial tensions and antagonisms were a significant cause of the disruptions at the school. The report found that students were being bullied and intimidated in the halls of the school and a widely held belief existed among students of both races that disciplinary measures were not being fairly administered. It must be emphasized that this situation is in no way unique to this particular district, but, in fact, represents a widespread problem confronting schools across the country.

One common thread of particular interest to the Subcommittee running through many of the underlying causes of school violence and vandalism is what may be called the crisis of Due Process. Quite naturally schools, like other institutions, are compelled to issue rules and regulations concerning the conduct of persons within their jurisdiction. It is clear that without fair and meaningful control and discipline the schools would quickly lose their ability to educate students. Increasingly, though, educators and administrators are finding that the extent of student conduct which is sought to be regulated, as well as the methods of regulation, are causing more problems than they are controlling. A 1975 NEA study interviewed a large number of students from different schools and found that, "Many students spoke of the need for consistent, fair discipline."

For example, the Subcommittee found that in numerous institutions across the country, students, administrators and teachers are embroiled in constant ongoing disputes over restrictions on dress, hair style, smoking, hall passes, student newspapers and a myriad of other aspects of school life. The Syracuse study observes that intense efforts to control clothes or hair styles may, in fact, be counterproductive to a well ordered environment:

> This remains a constant bone of contention between students and staff, and when it takes on racial or ethnic features, the contention becomes far more serious. We suspect that everyone would agree that nakedness at school is prohibited because, by itself, it disrupts education. On the other hand, restrictions against bell bottom pants, long hair, 'Afros', and beads are probably useless and offensive.

In another area, administrative attempts to control student publications have at times appeared to be overly restrictive and conducted in a capricious manner. A 1974 report by the Commission of Inquiry Into High School Journalism found that:

> Censorship and the systematic lack of freedom to engage in open, responsible journalism characterize high school journalism. Unconstitutional and arbitrary restraints are so deeply embedded in high school journalism as to overshadow its achievements, as well as its other problems.

As discussed earlier, the manner in which suspensions and expulsions are administered have in some instances been arbitrary and discriminatory. Students in some schools are suspended without being given an opportunity to answer or explain charges against them, while other students are suspended for improper conduct which results only in a reprimand for other students engaging in identical activity. A study of the student pushout phenomenia undertaken by the Southern Regional Council and the Robert F. Kennedy memorial found that:

> Most observers acknowledge the need for rules and the power to enforce them. The pragmatic observer will concede that there are those individual students, just as some older citizens, who finally will not or cannot conform to any societal standards. The misuse of discipline, however, often occurs because racial, cultural and generation differences cloud the judgment and actions of teachers and administrators alike.

On a more positive level certain efforts have been made to rationalize and reform the rule making and disciplinary functions in our schools. The Supreme Court held recently in *Gross* v. *Lopez* 95 S. Ct. 729 (1975) that student expulsion or suspension procedures must be governed by at least the minimal standards of Due Process. The Court stated:

> In holding as we do, we do not believe that we have imposed procedures on school disciplinarians which are inappropriate in a classroom setting. Instead we have imposed requirements which are, if anything, less than a fair minded school principal would impose upon himself in order to avoid unfair suspensions.

The NEA has developed a Student Rights and Responsibility statement which recommends that the standards of conduct to be followed at a particular school be drawn up with participation by student representatives, and that they be distributed to all members of the school community in written form. This practice would insure that students as well as teachers have a clear and understandable statement of the rules and regulations governing their conduct while in school. Many schools have in fact amended or instituted written student codes which contain a statement of student rights and responsibilities and which set forth the grounds for suspension and expulsion along with whatever procedural protections are to be used prior to such action. The mere practice of committing school regulations to writing helps insure an even-handed administration of student discipline within the institution.

In addition to students, many teachers are anxious for clear and closely followed disciplinary codes within schools. Following the shooting death of a teacher in Philadelphia by a junior high school student who had continuously caused trouble at the school, both principles and teachers within that system demanded a new and stricter code for dealing with repeatedly disruptive students. Many teachers feel that only when seriously disruptive students are properly controlled can the remainder of the school community continue the task of education.

The proper response to the problem of the seriously disruptive student is a difficult and complex issue. On the one hand, a small group of disruptive and violent students can create conditions which make the task of education impossible and dangerous for both teachers and other students. On the other hand, however, several studies indicate that mass expulsions of these students from schools often creates groups of re-

sentful youngsters who return to the school community to seek vengence.

Unfortunately, not all the sources of school violence and vandalism discussed in this report are as amenable to solution as the promulgation and fair administration of rules and regulations affecting both teachers and students. Some of these causes are obviously beyond the direct control of administrators or teachers, while others no doubt remain largely unidentified. Many school districts are attempting to identify and confront those problems, but their nature and cure are not readily treatable solely by teachers or administrators. What is shockingly apparent from the Subcommittee survey, however, is that our school system is facing a crisis of serious dimensions, the solutions to which must be found if the system is to survive in a meaningful form. It is essential that the American public school becomes a safe and secure environment where education, rather than disruption, violence, and vandalism, is the primary concern.

49-483—75——3

REGIONAL BREAKDOWN

A. NORTHEAST

Connecticut.
Maine.
Massachusetts.
New Hamsphire.
New Jersey.
New York.
Pennsylvania.
Rhode Island.
Vermont.

B. NORTHCENTRAL

Illinois.
Indiana.
Iowa.
Kansas.
Michigan.
Minnesota.
Missouri.
Nebraska.
North Dakota.
Ohio.
South Dakota.
Wisconsin.

C. SOUTH

Alabama.
Arkansas.
Delaware.
Florida.
Georgia.
Kentucky.
Louisiana.
Maryland.
Mississippi.
North Carolina.
Oklahoma.
South Carolina.
Tennessee.
Texas.
Virginia.
West Virginia.
District of Columbia.
Puerto Rico.
Virgin Islands.

D. WEST

Alaska.
Arizona.
California.
Colorado.
Hawaii.
Idaho.
Montana.
Nevada.
New Mexico.
Oregon.
Utah.
Washington.
Wyoming.
Guam.
Canal Zone.
Trust territories of the Pacific Islands and American Samoa.

A. NORTHEAST

For purposes of our survey the Northeastern region includes the states of Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, and Vermont.

One hundred thirty eight questionnaires were sent to school systems in the northeastern region and 59.4 percent were returned completed.

The pattern of increasing violence and vandalism in the northeastern school districts surveyed by the Subcommittee was mixed. We found between the 1970–71 and 1972–73 school years that:

(A) Homicide increased by 20.1 percent;
(B) Rapes and attempted rapes increased by 37.9 percent;
(C) Robbery increased by 39.3 percent;
(D) Student assaults on students decreased by 2.2 percent;
(E) Burglary and larceny decreased by 2.9 percent;
(F) Weapons increased by 20.6 percent;
(G) Drugs and alcohol increased by 14.8 percent;
(H) Dropouts increased by 8.0 percent;
(I) Vandalism decreased by 12.0 percent; and
(J) Expulsions decreased by 9.7 percent.

During 1973, there were almost 10,000 reported crimes committed in schools or on school property in New York City alone, including three murders and 26 forcible and attempted rapes. In one year New York City schools spent $4 million to restore vandalism-caused damage.

Violence in the schools of the northeastern region is very strongly related to student gang involvement, drug abuse, alcohol abuse, and school integration. Large scale gang warfare within this region is concentrated in two large cities—New York and Philadelphia. Many schools in these cities are severely disrupted by gang-involved students. In April 1972, a 17-year-old student at George Washington High School in upper Manhattan was clubbed on the head with a pistol butt and stabbed in the spine outside the school by youths described as members of the Saints, a local gang. The stabbing followed a fight several days before between the Saints and the Galaxies, a rival gang.

Some 350 students were kept home from Adlai Stevenson High School in New York City from September 1971 to March 1972 out of fear for their safety. Parents stated that this action was warranted because of children being mugged, robbed, intimidated, harassed, and stabbed by other students who were members of Bronx gangs. Such spillover of gang activity into the schools occurs with alarming frequency. One New York City educator observed:

> The values the schools try to instill are countered by the gang spirit—a dark, frightening, anti-intellectual credo that glorifies the violent life of the street.

Gang activity in Philadelphia has had severe impact on the city's schools. In 1974, there were 165 reported assaults on teachers by students. Pupils fear of attack by other students has contributed to a dropout rate which exceeds 30 percent. The Philadelphia system has

initiated programs to bus children across "rival turf" and to provide "safe corridors" for students through hostile neighborhoods by using community volunteers to police safe routes to and from school.

In a recent report, Dr. Robert L. Poindexter, Executive Deputy Superintendent of Philadelphia Public Schools, described the staggering impact of gang terrorism and violence on the education process and the continuing frustration of his school system in obtaining sufficient resources to combat gang related problems:

Gang violence has a tremendous impact on public education. Even though gangs usually consider school buildings neutral territory just the fear of what might happen is enough to literally frighten a student out of an education.

When gangs in the area of a school are fighting each other after school and in the evenings, attendance at the school drops sharply during the day.

In many instances the simple fact that a student has to cross the turf of a rival gang in order to get to school is enough to keep him home.

In other cases, the fear by nongang members of being assailed in or around school by gang members not only increases absenteeism, but also causes students to think more about personal safety than about getting an education.

In short, gentlemen, fear generated by juvenile crime and youth gangs is a powerful force working against the learning process.

To be quite frank, the gang problem in Philadelphia has reached alarming proportions. Immediate steps must be taken to deal with the situation, and the primary responsibilities rest with the police and the courts with the full cooperation of the schools, the communities, the city's business and industry, and the State and Federal Governments.

We in the schools feel strongly that an important part of the long-range answer lies in a vastly expanded educational program in the city's schools. We are extremely concerned that with the city's limited finances and with the reluctance so far of the State or the Federal Government to come to the rescue, such improvement in the educational process may still be a long way off.

Thus we must deal with the present situation. We must face the facts that gangs have become ingrained into the social structure of the urban community.

What we must do, then, is to find ways to divert their energies and talents into constructive, rather than destructive activities.

Two of the best ways of accomplishing this are better employment opportunities for the post high school youth and greatly accelerated programs to keep potential dropouts in school.

The availability of more jobs would go a long way toward substituting constructive activities for destructive idleness. This is where business and industry must help out.

We must also secure the finances to combine part-time jobs, school work and better vocational training in our constant fight to prevent dropouts.

But we are faced with the stark facts that the Federal Government has cut back drastically on education funds and that it has not funded adequately any of our dropout prevention programs; that we have not enough school construction money even to get rid of 35 firetraps, housing more than 25,000 students much less to build adequate vocational educational facilities; and that our operating revenues are, at present, millions of dollars short of providing even a basic educational program for our 290,000 pupils.

Financial restrictions like these prevent us from mounting any kind of a concerted, long-range effort to offer constructive alternatives to gangs.

For instance we must get more money to strengthen our counseling program. As it stands now we have one counselor for every 700 pupils in the elementary schools; one for each 400 in junior and senior high schools.

There is no way that a counselor facing these odds can hope to give the attention on an individual basis that each student needs.

Yet, just to double our force of 500 counselors would cost more than 85 million in salaries alone. But we don't have the money. And on top of the shortage problem, counselors simply must be retrained to better meet the challenges presented by such current problems as student hostilities and violence. This will cost even more money.

We would also like to spend far more time, effort, and money dealing with urban problems in early childhood education. We believe that it is here in the

elementary schools that we should begin dealing with these matters before a student gets a chance to turn to gang activity. Yet, our finances prevent us from implementing any such new programs.

Eighteen months ago we proposed a $1 million dropout prevention program, incorporating jobs and motivational activities to be funded under title VIII of the Elementary and Secondary Education Act. The funding has never materialized.

Last year, we testified in Washington before the House Appropriations Subcommittee asking for restoration of money to the Vocational Education Act of 1968. It was originally proposed to fund the act to the total of $822 million this year but that was cut drastically by the administration. This type of educational budget slashing simply means delay in upgrading our vocational education program to provide our boys with greater salable skills and to keep them away from the despairing world of gangs and gang violence.

The trend becomes clear. Everyone agrees that to get at the root causes of dropouts and unemployment we must upgrade the educational process but the State and Federal Government are not doing their share to support this upgrading.

The Subcommittee has found instances in which schools have been used for organized youthful criminal activity. The 1974 report, "Crime in the Schools", issued by the Select Committee on Crime of the New York State Legislature revealed that in some New York City high schools there were student-run brokerages where teenagers buy and sell guns, narcotics, or the services of youthful male and female prostitutes. In many instances the students buy the guns and drugs for resale at higher prices on the streets. The report maintained that teachers generally know about these illegal activities, but they are usually afraid to talk about them for fear of retaliation.

Drug and alcohol abuse in the Northeastern region increased 18.8 percent between the 1970–71 and 1972–73 school years. This increase is lower than the national increase of 37.5 percent and lower than the increase in the other three regions surveyed. However, the Subcommittee views the increase in the Northeastern region as indicative of an ever worsening problem since youthful drug abuse has historically been highest in the Northeastern United States. The Southern region, for example, experienced a 151.6 percent increase in drug and alcohol abuse over the same period, reflecting a dramatic increase in a category of offense not historically prevelant.

A July 1971 report titled, "The New York City School System and Drug Addiction—The Price New York City Pays for Drug Abuse and Addiction Among Young People", is a poignant reminder of a crisis which potentially threatens every major school system in the nation. The report findings stated:

1. Drug addiction and abuse crosses all socioeconomic levels and reaches every high school in the City of New York.
2. Some high schools are marketplaces for the sale of drugs.
3. Some school principles admit to a serious drug problem in their schools. Others deny its existence.
4. Hospitalization, due to overdose of drugs is a common occurrence in many high schools.
5. Some high school pushers admit selling up to $600 a day in drugs at schools.
6. A very small percentage of the teachers in the school system have received some training to sensitize them to drug abuse and to drug abusers.
7. Many teacher colleges are not complying with the Education Law in training teachers about drug abuse.
8. Even when a student is known to be a heroin addict, school authorities do not exercise their authority under the law and discharge the student from school.

9. Since 1964, the Board of Education has reported to the Narcotics Register that only thirty-one students were heroin addicts.

10. Even if a child admits to dealing in drugs in a school building, most school administrators do not discharge the student as he is not "disorderly or disruptive."

11. Even if a student is arrested for a serious drug crime, very often the Family Court (if under 16) or the Criminal Court (if over 16) releases the child only to return the next school day to his respective school as a hero.

12. Many Department of Health physicians assigned to the schools do not examine students for drug abuse and certify students as addicts.

13. Although a 1952-state law mandates narcotics education in the schools, very few schools have complied.

14. There is no policy from the Board of Education, regarding the proper procedures to be used when a teacher has reasonable cause to believe a student deals in drugs or abuses drugs.

15. There is an unofficial "exchange student policy," where drug addicts and disruptive students are transferred from one school to another. This policy is instrumental in creating mass truancy and encourages the dropout rate. There is no effective alternative education for the drug abuser or chronic truant.

16. The Board of Education has increased the number of security guards in the schools. However, there have been a number of cases of guards who were dealing in drugs at the schools.

17. Some school officials do not deem it to be their obligation, as educators, to stop drug traffic on school premises. In these schools, drug dealing is open and common.

18. Across the United States drug abuse is spreading to almost all urban areas. A survey by this office indicates that although the magnitude of the drug problem in areas outside New York is much less severe than in New York, there appears to be in many cities in the United States a greater dedication to tackling the problem and more resourcefulness used to stopping the spread of drug abuse among youngsters.

A recent survey of 10,000 New York City junior and senior high school students revealed that 12 percent of the students reported a pattern of drinking frequency, amounts, and effects which can be classified as alcoholic or problem drinking. Eighty percent of the students surveyed drank to some extent, most of them occasionally, and in limited amounts. It appears that too many parents are now saying, "Thank God, my child is only drunk." The emphasis on harmful effects of other drugs by school drug abuse and education programs has apparently enhanced the use of alcohol and the result has been an increase in alcohol abuse and alcoholism. Unfortunately, many youths believe that the abuse of alcohol is a "less harmful" means of dealing with peer pressures, family problems, and social aggressiveness.

Boston is the only major city in the country that does not have a security system. There are alarm systems in only 33 of the city's 204 school buildings. Five of these systems were stolen during 1973.

A considerable amount of food was also stolen from Boston schools, that year, including 161 pounds of coldcuts, 580 pounds of hotdogs, 211 pounds of ham, 186 pounds of sausage, 230 pounds of chicken, 1,048 pounds of butter, 60 pounds of pastrami, 65 pounds of salisbury steaks, and 18 fully cooked turkeys.

In 1973, 139 teachers in the Boston public schools were assaulted and 664 vandalism incidents were reported resulting in the loss of thousands of dollars worth of equipment and the destruction by arson of two high school facilities. Overall cost for that year exceeded $1 million.

As of September 12, 1974, violence and vandalism in the schools of Boston, Massachusetts increased drastically when school officials began busing more than 18,000 students under a federal court order to desegregate Boston schools. Opposition to the desegregation order has

resulted in violent conflict between black and white students and their respective communities. The impact on students and the educational process in the city has been devastating. Attendance at newly integrated schools has at times dropped by more than 65 percent. Some parents have permanently removed their children from school and in many schools students and teachers have joined in opposition to desegregation.

A report prepared for the Boston School Committee has revealed that since the implementation of the desegregation order, at least 10,000 students, most of them white, have left Boston's public schools. School officials have stated that several of the city's 200 schools may be forced to close and cutbacks in teaching and other staffs made necessary. The withdrawals represent more than 10 percent of Boston's 94,000 elementary and secondary school students. Some 7,529 students are no longer in the public school system; 3,047 have transferred to private or parochial schools; 927 have been discharged to seek employment, and, 3,555 are listed as dropouts.

An interesting feature of the Northeastern region was the number of categories of offense which, reportedly, declined, as compared to the other three regions. This may be attributed to incomplete returns from New York City or that the incidence of such offenses as student assaults on students and burglary and larceny have been so historically high in this region that percent increase is falling while actual frequency remains disturbingly high. The Subcommittee will give further examination to this development.

B. NORTHCENTRAL

For purposes of our survey the Subcommittee included the States of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin in the Northcentral region.

The Subcommittee sent a total of 172 questionnaires to school districts in every State in this region and received 68 percent of these in return. The data compiled from these returns demonstrates a significant increase in almost every category of school violence and vandalism throughout this region.

The Subcommittee's preliminary findings are that between 1970 and 1973:

(A) Assaults on teachers in schools increased by 52.4 percent;
(B) Assaults on students in schools increased by 20.5 percent;
(C) Number of weapons found in schools increased by 6.7 percent;
(D) Rapes and attempted rapes in schools increased by 60 percent;
(E) Major acts of vandalism increased by 19.5 percent;
(F) Drug and alcohol offenses in schools increased by 97.4 percent; and
(G) Burglaries of school buildings increased by 2.1 percent.

The only survey categories which did not show an upward trend throughout these years were in the areas of homicide and robbery. The number of robberies, in fact, decreased by almost 8 percent since 1970. In all other categories, however, the incidents of school violence and vandalism in this region continues to grow. Moreover, the results of the Subcommittee study indicate that no area within the Northcentral region has been spared the costly results of this increase in school crimes.

The St. Louis, Missouri school system, for instance, spent $250,000 in 1974 on repairs for buildings and equipment damaged by vandals. Over $7,000 worth of damage was caused by elementary school pupils at one school in the city's West End district. In a single wave of destruction these youngsters threw more than 100 desks out of windows, smashed several filing cabinets and pushed the school piano down a flight of stairs.

The Subcommittee study found 16 shootings in Kansas City schools during the 1972–73 school year. The security manager for the school system spoke of the increasing problem of weapons in his schools:

> We have a major problem and it's a tough one to beat. Some kids carry guns for protection. Others carry guns for extortion attempts. Some say they brandish guns as a status symbol.

The District Attorney for Kansas City announced that he was preparing a booklet for school administrators and teachers which would explain procedures for handling and apprehending students suspected of using drugs. The District Attorney explained, "I just don't know

what else to do. Drugs have increased sharply in the last two years and we have to have something for the teachers to go by."

The Chicago school system reported a total of 2,217 assaults on teachers in their schools between 1971 and 1973. In one instance an 8th grade student brought a set of .45 and .38 pistols to school where he killed his principal and wounded a school security official. Security personnel in Chicago schools are now permitted to carry firearms for their protection. Another firearm related incident in Chicago schools last year involved a 16 year old high school student who was shot to death when he refused to pay another student a 5-cent card game bet.

One teacher reported that a great deal of the violence and vandalism within the city schools are caused by expelled, suspended, or truant students who return to the schools during the day:

> They wait till lunchtime, then they sneak in and mingle with the students. You can tell which is which because the outsiders don't always know the rules. Anyway they smoke dope, threaten the kids and try to mess with the girls.

The Subcommittee also learned that over $3 million was spent in 1973 to repair or replace damaged or stolen property in Chicago schools. Several teachers and students indicated that at least part of this violence and vandalism within the schools can be attributed to gang activity. The number of gangs in Chicago has been estimated as high as 700 with several organized within the elementary school system.

The Detroit school system also reported serious problems with violence and vandalism. The school Security Department states:

> For years, the main problem of building security was the protection against minor vandalism. Broken windows, ink and paint materials spilled about rooms, occasional loss of equipment were the general trend. In the past 12 years, the problems have grown rapidly. We still face the occasional "rip-up" in schools, while the theft and burglary costs have skyrocketed.

In the 1972–73 school year over $1,000,000 was lost to destruction and theft of school equipment in Detroit. In that same period there were 483 serious assaults on students. A teacher at one east side junior high school states:

> Its just a sick place to be in. It's so chaotic, it's not like teaching at all. Sometimes I have to spend 40 of the 50 minutes of class time just getting the students to sit down. I'm hoarse from shouting when I leave school. I know I could lose my job for saying this but who minds losing a bad job?

Last year in Detroit, a 17 year old girl in a city high school was awarded $25,000 in damages for physical and psychological injuries following an incident where she was attacked by about thirty of her classmates who knocked her down, beat her and stabbed her with pencils. The motive for the incident was a feeling among these students that the victim was more attractive and had better grades.

A principal of a high school on the city's west side emphasized that most students are relatively well behaved and only a small percentage of the overall student population causes serious problems. This principal finds:

> They're usually students who are not doing well academically and students who have excessive absences.

In nearby Grand Rapids vandalism cost the school system $110,000 in 1973. In a letter to the Subcommittee the school board indicated that the installation of alarm systems, plastic windows and special lights was having some success in reducing vandalism losses.

A Duluth, Minnesota public school district of about 20,000 students estimated that window breakage alone costs $20,000 per year to repair. Burglaries resulted in equipment losses of over $10,000 per year.

The Cleveland Public Schools reported to the Subcommittee that 672 teachers were assaulted in its schools in the survey period while the number of narcotics violations being committed on school property increased from 26 in 1970 to 42 in 1973. Several years ago a 15 year old student at Franklin D. Roosevelt Junior High School in Cleveland was shot to death in a second floor boy's room by four of his classmates who fired six bullets from a rifle into his head. At Shaw High School in East Cleveland, a student fired four shots from a revolver at the school football coach who was standing in the hallway. On the day before this incident, the coach had reprimanded the student for reading a newspaper during class.

A school district in Cincinnati, Ohio reported to the Subcommittee that burglaries at the school increased from three in 1970 to thirteen in 1973 while the number of serious vandalism incidents rose from ten to eighteen in that same period. The Toledo Public School system found that the number of students involved in drunk and disorderly offenses, both on and off the school campuses, increased from seventeen to forty-eight in a three year period.

The Wichita Kansas Public School system told the Subcommittee that the number of windows being broken in their school building had increased by 300 percent between 1963 and 1973, and the overall cost to the system for vandalism and burglary had increased from $18,777 to $112,177 in that same ten year period.

The Security Police Report of the Indianapolis Public School system for 1973 reported 142 assaults on students and 19 assaults on teachers. One school building had over $3,000 in broken windows in that year alone.

In November of 1973, there were 18 burglaries of school buildings in the Indianapolis system with losses such as $275 tape records, $12 worth of orange juice, $315 in tape players, $74 in athletic equipment and a $245 adding machine.

A school counselor for the Des Moines Public School system in a letter to the Subcommittee states that local school officials are particularly concerned over three disturbing trends: the increasing possession, use and sale of narcotic drugs in the schools, the increasing number of vandalism incidents directed against school property, and, the consistently high percentage of dropouts within the system.

The Kenosha Wisconsin Unified School District No. 1 reported to the Subcommittee that the number of robberies within the school increased from 6 in the 1970–71 school year to 53 in the 1972–73 school year. The number of major vandalism incidents went from 69 to 89 over that same period. In the Green Bay Public Schools the number of weapons being confiscated by school officials increased from 25 to 39, and incidents of robbery and vandalism have both increased dramatically over the survey period. In the 1970–71 school year there were 15 offenses in the Eau Clair schools involving the possession or sale of narcotics. By 1973 the number of such offenses increased to 26.

It is important to emphasize that although the schools briefly discussed above are located in predominantly urban areas, the problem of criminal activity within schools is not limited to, or ev-

necessarily more severe, in these particular institutions or in urban areas in general, than in suburban or rural districts. In a small town in Indiana, for instance, two boys were discovered operating an extortion ring in an elementary school which victimized more than 40 school children during the 1973 school year. A study conducted at a suburban high school in Illinois by the Columbia University School of Public Health and Administrative Medicine found that 34.1 percent of the students had used marijuana, 18.2 percent tried barbiturates, 15.7 percent used amphetammes, 26 percent used LSD or other phychedelics, 8.2 percent had tried cocaine and 4.7 percent had tried heroin. The Superintendent of the school stated:

> The superintendent that says he does not have a drug problem in his high school either is guilty of a shameful coverup, or he just does not know the facts.

It would be a serious mistake to infer from the few examples we have pointed out that violence and vandalism exists only in schools in the larger cities of the Northcentral region. On the contrary, the Subcommittee study has found very few schools within this region that do not have serious problems in this regard.

C. SOUTH

For purposes of our survey the southern region includes the states of Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, West Virginia, and the District of Columbia, Puerto Rico and the Virgin Islands.

The Subcommittee sent two hundred sixty-one questionnaires to school districts in the southern region. One hundred eighty-seven or 71.6 percent were returned, completed. This was the highest completion percentage of the four regions.

Our data indicate that all categories of school violence and vandalism offenses increased significantly between the 1970–71 and 1972–73 school years:

(A) Homicide increased by 25.4 percent;
(B) Rape and attempted rape increased by 28.4 percent;
(C) Robbery increased by 51.7 percent;
(D) Student assault on student increased by 276.9 percent;
(E) Student assault on school personnel increased by 316.4 percent; and
(F) Burglary and larceny increased by 28.1 percent.

The Subcommittee survey revealed dramatic evidence of the dropout phenomena in this region. Dropouts increased by 18.8 percent more than twice the increase of any other region. Expulsions, however, decreased by 5.9 percent. The "decrease" in expulsion rates may well reflect the application of the "force-out" practices which would account in part for the increase in "drop-out" rates in every region.

There appears to be no significant difference in the types of violent incidents in southern schools from those occurring throughout the country. We did learn of a rather shocking example of such conduct involving elementary school youngsters that vividly demonstrates the seriousness of problems confronting the school community. In April 1973, three third grade pupils, in Winston-Salem, North Carolina, were charged with robbery for allegedly forcing two nine year-old classmates to pay nearly $1,000 in extortion payments over an eight month period. The three boys, two aged nine and one aged eleven, allegedly threatened their classmates with beatings or death if the money was not paid.

In some communities teachers and school officials are responding to the increased level and seriousness of violence by arming themselves. In fact, some schools are literally armed camps. For example, it has been reported by the Birmingham Schools Superintendent, Dr. Wilmer Cody, that last year so many school officials were carrying guns to school that he had to designate certain specified persons to carry firearms for their protection. School officials contended the guns were needed because outsiders, including violent gang members, were de-

stroying school equipment and threatening the lives of students and teachers. In response to this dangerous situation, the Birmingham Board of Education banned all lethal weapons from school grounds unless specifically authorized by the Superintendent.

The possession of firearms and other lethal weapons in the schools is frightening, but even more startling is the growing number of reports of actual shootings in the schools. For example, in February 1973, in Richmond, Virginia, at the Armstrong High School, a 17 year-old boy was killed and a 14 year-old girl was wounded when caught in the cross-fire of a gun battle between two youths in a school corridor.

Lawlessness in this region's schools is also evidenced by the increasing level of personal violence, short of murder. Armed robbery, extortion and assault are not uncommon in many schools. Gangs of thugs are often involved in these crimes. For example, in September 1973, nine students at Northwestern High School in Prince Georges County, Maryland, including a blind 12th grader, were robbed by what authorities described as a "roving band" of armed teenagers! Similarly, at one District of Columbia high school, last year, three teenagers, one armed with a pistol, robbed the school bank at midday. The school principal claimed that fire regulations prohibited the school from locking its doors, however, the fire chief indicated that schools could arrange their doors to prevent entrance while simultaneously permitting quick exit in case of an emergency such as fire.

Likewise, vandalism of school property as well as that of school officials, teachers and students is increasing in this region. For example, during the 1972–1973 academic year, in Prince Georges County, Maryland, $267,000 worth of school property was either damaged or stolen. This cost to the school system was 14 percent higher than the previous year's loss of $226,000. We also learned that the maintenance cost of the Houston, Texas school security force increased from $20,000 in 1972 to $389,000 in 1973.

Similarly, in fiscal 1973, 46,810 window panes were broken in the District of Columbia schools at a cost of $621,660 and the Memphis Board of Education indicated in 1974 that in the previous 4 years vandalism had cost almost $4 million. The Broward County, Florida school board reported a 17 percent increase of assault incidents for the 1972–73 school year, including one murder. The number of arsons doubled compared to the previous year, and was responsible for losses of school equipment valued at nearly $207,000.

Furthermore, in March 1974, three teenage youths were arrested in Dale City, Virginia, elementary school after inflicting approximately $20,000 in vandalism. Police found nearly all the building's windows smashed, light fixtures ripped out, desks splintered and their contents strewn about, eight television sets and seven record players destroyed, and water standing throughout much of the building. One police officer said, "You name it and they did it".

One of the Subcommittee's primary concerns is the impact that the atmosphere of violence and vandalism in the school has on the ability of teachers to teach and students to learn. In this region, however, it appears that in addition to these concerns, the advent of school desegregation has had an important impact on the manner in which

students and teachers are treated as well as student behavior in general. Numerous national and local southern organizations have studied this special aspect of the problem in some depth.

The NEA estimates there are as many as 50,000 black "push-outs" throughout the south. A June 1973 report on suspensions, expulsions, and dropouts in the Raleigh, N.C. public schools prepared by the Raleight Community Relations Committee gives some insight into the impact of desegregation on southern school children. Suspension records for the 1972–73 school year showed that black high school students composed 64 percent or 509 out of 791 dismissal cases in Raleigh schools. Comparisons of these figures with those of the two previous terms, showed that black high school suspensions had increased from 40.4 percent to 59 percent since 1970–71. The largest categories of offense were truancy and fighting which may be precipitated by the newly structured makeup of desegregated school populations.

The Raleigh Community Relations Committee observed several factors in their report which may present some insight into school violence and disruption in newly integrated schools both South and North:

> Nearly 100 parents, students, or other interested persons talked with RCRC Staff during this study. Most were blacks who spoke repeatedly of rejection and uneasiness as feelings associated with the schools.
>
> Black parents who made attempts to hold conferences with teachers, principals, or counselors spoke of lack of respect accorded them in many instances either because of direct insults or the general tone of their reception.
>
> Those parents who did not attempt to look into problems experienced by their children said they feared the reception they would receive or felt that there was no point in even trying.
>
> Black students talked of:
>
> (1) Verbal insults from students and Administrators;
>
> (2) Their feeling that they were not wanted at the schools, high schools in particular;
>
> (3) A general uneasiness.
>
> One student expressed this by saying "You just can't relax over there." A feeling of frustration and disappointment was also clearly apparent in most conversations.

During March 1973, 220 white children were removed by their parents from the Roger B. Taney Junior High School in Camp Springs, Maryland after a racial brawl. The racial tension was attributed to court ordered integration in January 1973 which resulted in the busing of 250 black students from Seat Pleasant, Maryland to Taney. Some black students and administrators said they saw the school as a white world hostile to the blacks, full of subtle and not-so-subtle racial slights and innuendoes that cut deep and have caused the hostilities to escalate on both sides. White students and their parents on the other hand said they felt generally that the influx of blacks had lowered the quality of teaching by causing teachers to spend increasing amounts of time disciplining black students.

Leon Hall, Director of the Southern Regional Council's School Desegregation Project addressed this issue during a 1973 National Education Association conference on "Student Displacement/Exclusion." Mr. Hall makes pointed reference to the experience of many black students in the southern region and to the findings of his organization's joint study with the Robert F. Kennedy Memorial, on school conflict:

You have young people today who for eight hours a day, nine months a year, are having to go to school facing racism, isolation, and unfair treatment with the disappearing number of minority teachers and administrators. But these students just aren't going to take any stuff. We have found that there are variances in the student's response to the situation they're in. From a preliminary inquiry we learned from students and the few teachers who would respond that the major problem in the average school in our region is conflict. Under the umbrella of conflict we found that the number one problem was conflict between students and teachers. Ranking number two was conflict between students and administrators. Ranking number three was conflict between students and students and the unfair enforcement of rules.

The findings of the Southern Regional Council with regard to conflict is dramatically underscored by the Subcommittee's survey.

These special problems in the Southern region emphasize the need, nationwide, to assure due process for teachers and students in all school proceedings, but particularly those of a disciplinary nature.

D. WEST

For purposes of our survey the Subcommittee's Western region is comprised of Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, Wyoming, Guam, the Canal Zone and the Trust Territories of the Pacific Islands and American Samoa.

Questionnaires were sent to 130 school districts in this region and 69.8 percent of them responded.

The Subcommittee found that in schools in the Western region between 1970 and 1973:

(A) Assaults on students increased 77.4 percent;
(B) Assaults on teachers increased 6.4 percent;
(C) Major acts of vandalism increased by 15.7 percent;
(D) Robberies increased by 98.3 percent;
(E) Burglaries increased by 2.7 percent;
(F) Rapes and attempted rapes increased by 52.3 percent;
(G) Homicides increased by 26.6 percent; and
(H) Drug offenses in schools increased by 18.1 percent.

Perhaps one of the best indicators of the rising tide of school violence in this region is the fact that the number of weapons being seized from students by school authorities increased by 90.3 percent from 1970 to 1973. Obviously, more and more students are becoming acutely aware of the escalating level of violence within their schools.

The Subcommittee also found an increasing concern among state and local school authorities throughout the region. The California State Department of Education, for example, commissioned a yearlong state wide investigation of the problem by a special task force. The final report concluded that:

> Every relevant source of information studied by the Task Force indicated that general crime is a serious problem showing an unmistakable increase in the schools of the State. Vandalism in particular appeared to the Task Force to be a serious problem for most schools. Indications were that it was increasing in frequency although the rate of increase did not appear to be as great for vandalism as for some other types of school crimes.

The Superintendent of Schools for the City of Los Angeles, William J. Johnston, in a letter to the Subcommittee writes:

> The problems of juvenile crimes in our communities and on school campuses gives us serious concerns. It should be noted that assaults and batteries in campus related incidents increased 44 percent last year. Robberies on school campuses more than doubled, while a total of 167 incidents involved the use of weapons.

After an extensive, undercover investigation of 24 high schools last year, the Chief of the Los Angeles High School Juvenile Division estimated that, "80 percent of the students with whom police agents came in contact while posing as students and attending classes were using drugs of some kind." In the first four months of the 1972–1973 school year there were 60 gun episodes in Los Angeles schools, one of which involved the death of a Locke High School student. Last De-

cember a gun fight between two students at the Manual Arts High School campus left one 16-year-old dead and another 17-year-old badly wounded. A Los Angeles high school principal declared, "For teachers and students alike, the issue unfortunately is no longer learning but survival."

School and juvenile authorities attribute some of this increase in violence in Los Angeles schools to the presence of numerous well organized gangs in these institutions. The head of the Youth Services Division of the Los Angeles Sheriff's Department stated last year that the schools are "virtually armed camps" as a result of violence from gangs. In the 1971–72 school year there were 200 gang related shootings, 29 of which were fatal. It has been estimated that Los Angeles has 150 gangs in the city, many of which are operating in the schools. One of the largest of these organizations is called the Crips. The name is a short form of Cripples which in turn is derived from the gang's trademark of maiming or crippling their victims. The Crips also have two auxiliary units: The Cripetts, composed of girl members, and the Junior Crips made up of elementary school children. A social worker working with the Los Angeles gangs says:

> The trend is toward even more violent acts. Our biggest problem is with the 8 to 11 year olds, not the teenagers. They're into everything—vandalism, assault, petty theft and extortion at school.

Los Angeles, of course, is not the only city in the Western region with gang related problems in its schools. In San Francisco many of the most organized gangs are found in Chinatown. Two years ago one of these gang leaders was assassinated by a rival 15 year old high school student who riddled his victim's body with seven shots from a .25 caliber pistol he had concealed in his pocket.

Although only about 1 percent of the youths living in Chinatown belong to these gangs they are capable of repeated serious acts of violence and disruption in the city schools. These groups have names like the Junior Wah Ching, reportedly found in Galileo and Washington High Schools, the Baby Wah Ching, made of 12 to 15 year olds, and the Suey Sing. In addition to this gang related violence, San Francisco experiences the usual kinds of unorganized mayhem found throughout schools in the Western Region. In the first two weeks of the 1972 school year for instance, one student was killed and five others wounded in knife attacks at three different San Francisco schools. Additionally, three other separate fights resulted in serious injuries to six other students. During January 1973, four high school students, three of them girls, were expelled for carrying guns.

In Sacramento a school disciplinary officer reported that instances of extortion are increasing faster than other forms of school crime. Most of the students involved in these crimes are in the 6th, 7th, or 8th grades and are apparently motivated by the "sheer delight of scaring the ——— out of some small kid."

The costs of vandalism in California are also extremely high. In 1971 Los Angeles lost $3,700,000 to intentional destruction and theft of school property, enough to construct two or three new elementary school buildings. Superintendent of Schools Johnston estimates that between 1968 and 1973 vandalism cost Los Angeles approximately $11 million.

The Orange County School system expended $615,288.05 on vandalism related repairs during FY 1973. Anaheim High School alone had over $124,000 in costs attributable to vandalism. One study estimates that the State of California will be spending well over $10,000,000 every year on vandalism repairs.

Although California is by far the most heavily populated State in the Subcommittee's Western region, and quite naturally therefore has the largest volume of violence and vandalism in the area, the remaining States also report serious crime problems in their schools. In the Seattle schools, for example, serious assaults increased by 70 percent and robbery by 100 percent between the 1970–71 and 1972–73 school years. In 1972 alone there were 1,886 crimes committed against students and school employees ranging from homicides to possession of firearms on the school grounds. Vandalism cost the Seattle schools over $1 million in 1972. A report on school security for the State of Washington finds:

> Additionally, the problem has taken a turn for the worse because our schools are no longer safe for the majority of students and faculty. Hardly a day goes by where an incident or incidents in our schools do not occur. Teachers are afraid, students are apprehensive, and parents are concerned with the mounting security related problems in our educational system.

The Boulder, Colorado, Schools reported $65,000 in annual vandalism losses and a 1972–73 security budget of $60,000. In 1970–71 that district had 17 robberies, but by the end of the 1973 school year that number had risen to 31. The Denver Public schools recently installed a silent alarm system and hired a full time security supervisor in an attempt to reduce its vandalism costs. The Administrative Director of the system states, "The installation of silent alarms is extremely difficult to finance within the parameters of a school budget."

Last September the Intermountain School in Brigham City, Utah was the scene of a series of fights among Indian students from different tribes. Police arrested 14 students and confiscated numerous knives and clubs after a particularly serious flareup at the school. School authorities also reported several attempts to burn down the school building. In 1972 Salt Lake County schools lost more than $400,000 in destroyed or stolen properties. This loss was estimated to be equal to the yearly operating costs of two medium sized elementary schools. A report prepared at the end of the 1973 school year by the Utah Association of School Administrators on violence in the State's schools found, "Dissent, disruption and violence are beginning to run rampant in some areas."

The Subcommittee found a total of 138 serious assaults on students and 16 assaults on teachers during the 1972–73 school year in the Phoenix Union High School System in Phoenix, Arizona. That same system also reported $35,000 in vandalism related damages. The Roosevelt School District, also located in Phoenix, had over $16,000 in educational equipment stolen in FY 1973 and suffered an additional $16,760 loss from equipment being maliciously damaged.

In Las Vegas, Nevada, the Clark County School District reported an increase in the number of narcotic offenses being committed on school property from 38 in 1970 to 134 by 1973. In the same period burglaries increased from 79 to 200, and major vandalism incidents from 19 to 671.

The Subcommittee survey of the Western Region indicates that the increasing trend of violence and vandalism found throughout this area is at least as serious, if not more so, than the other three regions of the country. Although, the survey results show that the extent of the problem may vary somewhat between the extremely critical situation in some larger, urban and suburban areas and the less extreme problem in some of the more sparsely populated states, it should be understood that while the level of destruction and violence may differ, it has increased over the last several years to unacceptable levels throughout this area.

FEDERAL LEGISLATION

Legislation proposing Federal financial assistance to local education agencies in order to reduce and prevent school crimes was first introduced in the 92nd Congress by Representative Jonathan Bingham of New York as H.R. 3101. This legislation titled, "The Safe Schools Act" was slightly revised and reintroduced in September 1971 as H.R. 10641. Hearings were held on both bills by the General Subcommittee on Education of the House Committee on Education and Labor in the fall of 1971 but no report was issued on the legislation.

The "Safe Schools Act" as initially proposed would have established a new category of grants for schools under Title I of the Elementary and Secondary Education Act to assist schools in the development and implementation of locally approved school security plans to reduce crime against the school, their children, employees, and facilities. Conceivably, the grants could have been used to develop greater professionalization and expansion of school security forces; increase adult presence in the schools through the use of trained parent patrols; install surveillance devices and alarm systems as crime deterrants; and improve student identification and accounting methods.

The "Safe Schools Act" was reintroduced in the 93rd Congress as H.R. 2650, with provisions identical to H.R. 10641 in the previous Congress. The proposal had over 20 cosponsors. Hearings were again held by the General Subcommittee on Education, but no report was issued. A companion measure, S. 485, was introduced in the Senate but there was no further Senate action. Later in the 93rd Congress, the "Safe Schools Study Act," H.R. 11962 was introduced. It required the Department of Health, Education, and Welfare to conduct a "full and complete investigation and study" of crime in elementary and secondary schools. H.R. 11962 was subsequently adopted by the House Committee on Education and Labor as an amendment to H.R. 69, the "Elementary and Secondary Education Amendments of 1974." A Senate version of the amendment was adopted during Senate consideration of the ESEA amendments of 1974 (S. 1539). The conference report subsequently adopted the provisions of the House bill except for portions of the Senate version which required the study to cover the period of enactment through fiscal year 1976.

The ESEA amendments of 1974 were signed into law August 21, 1974 with the Safe School Study provision intact (P.L. 93–380).

Reaction to Federal "Safe Schools" legislation has been mixed. School security personnel charged with immediate responsibility for dealing with criminal offenses in the schools continue to be very supportive of "safe schools" proposals in Congress. The majority of our responses from school security directors across the country included recommendations that the initial "Safe Schools Act" be enacted into law as a significant step toward winning the battle against crime in the schools. We have found educators to be generally supportive of the

"safe schools" concept but they tend to emphasize the necessity for broader, long range programs to combat school crime. Dr. Harvey Scribner, former Chancellor of New York City Schools in one example of such sentiment stated:

> Principals are legitimately concerned about the social and educational effects of acts of violence and crime which take place in the school or in its immediate vicinity. My personal conclusion, however, is that the placing of security guards in the schools does not represent a permanent, long-range solution to the problem of unsafe schools.
>
> It is, at best, merely a short-range and necessarily limited treatment of a symptom. Security guards, whatever their numbers, will not, in my judgment, contribute in any substantial way to elimination of the factors which cause schools to be unsafe.
>
> A community school superintendent in New York City has observed—accurately, I believe—that you can make a school an armed camp, and that won't make it secure. Nor, I would add, will it enhance the school's ability to educate.
>
> Although school authorities clearly must make all possible efforts to make schools safe by using a variety of means, the major emphasis should be the development of long-term solutions to the causes of unsafe schools.
>
> The Federal Government, through legislation, can help significantly by encouraging the development of safe-schools efforts which seek to reach below the surface of the problem. It is my hope, in short, that the Congress, in promoting safer schools, will place more emphasis on the support of substantive programs designed to deal with the causes of unsafe schools than on the funding of efforts; that is, security guards, burglar alarms, special equipment, et cetera, which deal primarily with the symptoms of crime.
>
> It is not a matter of either-or; it is a matter of emphasis. In particular, I would strongly recommend the support of programs which involve students, and parents as well, in the design and operation of programs for safe schools.

Other reservations that resulted in Congress not approving an operational program were motivated by concern that such a program might prematurely be sponsored at the federal level, when state and local prerogatives and existing solutions had not been fully investigated or more definitive information on the nature and extent of the problem had not been developed.

The Subcommittee has determined through this preliminary survey of crime in the schools that federal legislation in this critical area is warranted. But our examination of available data suggests that while previous "safe schools" legislative proposals may serve as a point of departure, realistic and effective federal legislation cannot be finalized without further exhaustive Congressional investigation.

STATE LEGISLATION

A variety of legislative proposals have been enacted into law at the state level to curb school crime. The most comprehensive law is the Florida "Safe Schools Act" passed by the Florida legislature in 1973. The Act authorizes a program of financial assistance to school districts for the development of programs to cope with school security problems such as vandalism and disruptive students. Appropriations for the Act amounted to $1.85 million in 1973 and 1974 respectively. Funding under the Florida Act is allocated through a formula based on the number of full time students in a given school district for the year prior to the funding. In order to receive funding, the school district must submit a project plan for approval by the Commissioner of Education. Projects to date have provided security equipment, identification cards for students and security personnel and have enabled the development of programs in such areas as human relations and class management. The Florida House Committee on Education is currently developing a proposal for a change in the Safe Schools Act that would aim less at "hardware" for security equipment and more at innovative programming to deal with disruptive students.

The Education Commission on the States reports some 100 proposals enacted by states in 1973 and 1974 that generally relate to student control and school safety and security. The following are several examples:

Year and State	*Legislation*
1973: North Carolina	S. 286. A resolution directing a Senate committee to study the problem of student unrest, discipline, in public schools.
1973: Oklahoma	H.B. 1276. Allows for the suspension of pupils for possession and allows for the search and seizure of dangerous weapons and controlled dangerous substances.
1974: Virginia	H.J.R. 84. Authorizes the Virginia Advisory Legislative Council to make a study to determine the need for State funds to establish programs to prevent disruption in public schools.
1974: Hawaii	H.D.1; H.B. 390. Establishes a statewide school security patrol charged with the prevention of vandalism, hijacking and drug sales and use and other activities inimical to the pursuit of academic interests.
1974: North Carolina	H.B. 2008. Increases from $50 to $300 the reward that boards of education are authorized to offer for information leading to the arrest and conviction of persons in cases of vandalism or larceny within public schools.
1974: Indiana	H.B. 1793. Makes it a misdemeanor for any person to refuse to leave the premises of any institution established for the purpose of the education of students when such persons is causing a disturbance—if requested by the principal or the assistant principal.

Additionally, the Commission reports that the following relevant legislation has been proposed at the State level:

California	A.B. 34. Requires the Department of Justice to study vandalism and conduct pilot programs to deal with vandalism and to report to the legislature by 1977 regarding suggested programs to reduce vandalism.
Maine	L.D. 11. An act restricting the use of weapons in public schools.
South Carolina	H2158. A bill to prohibit vandalism on school property and while on school buses and provides for penalties.
South Carolina	H2159. Amends the South Carolina Code to provide penalties for breaking and entering school property and committing vandalism thereon. Provides for rewards leading to the arrest and conviction of violators.
New York	A288. Requires school employees to make written reports of assaults upon them by pupils.
Indiana	S.B. 338. A bill to control specific school disturbances.
Indiana	H.B. 1365 and 1515. Bills to define procedures for the removal of persons from school property who are interfering with normal school procedures.

CONCLUSION

The preliminary findings of the Subcommittee present clear and dramatic evidence that violence and vandalism in the schools of our country has reached a level of crisis that demands immediate comprehensive review and legislative action. To accomplish this the Subcommittee will proceed immediately with hearings to obtain the views of all affected parties, and to develop a comprehensive record that will serve as a basic reference source on the many interrelated components of these very complex problems. As evidenced in this preliminary report, the etiology of school violence is as complex as the structure of our society. We intend to examine thoroughly the categories of school problem areas which we believe must be singularly and collectively understood before any legislative proposal can be finalized. These areas include pushouts, dropouts, forceouts, truancy, gang violence and terrorism, student rights, teacher rights, parent rights, alcohol and drug abuse, community involvement, and alternative approaches to correct the devastating patterns of violence in our nation's schools.

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